

People First Impact Method



**“Giving Voice to Disaster Affected Communities in
East Africa.”**

**Mwingi District Exercise, Eastern Province,
Kenya.**

June 2012



Abbreviations

CSO	Civil Society Organisation
CERF	Central Emergency Response Fund
DRR	Disaster Risk Reduction
DSG	District Steering Committee
ECBII	Emergency Capacity Building Project II
FAO	UN Food and Agriculture Organisation
FFW	Food for Work
GAA	German Agro Action
GIZ	German Agency for International Cooperation
GOK	Government of Kenya
KFSSG	Kenya Food Security Steering Group
KMGA	Kitui-Mwingi Goat Breeders Association
IAWG	Inter Agency Working Group
INGO	International NGO
IPC	Integrated Phase Classification
Miraa (Khat)	Legal mild narcotic grown and socially used in the Horn of Africa and Arabian Peninsula
MPAP	Mitamisiyi Poverty Alleviation Project
NGO	Non-Governmental Organization
NGOCAP	Ngolanya Community Action Plan
OCHA	Office of Coordination of Humanitarian Affairs
PLWA/H	People Living With HIV/AIDS
P-FIM	People First Impact Method
UN	United Nations
UNDP	United Nations Development Programme
UN ISDR	United Nations International Strategy for Disaster Reduction
WASH	Water, sanitation and hygiene
WFP	World Food Programme

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Authorship

This report was commissioned by the FAO Regional Office in Nairobi and the exercise contract was managed by Trócaire. The impact findings and attribution results in the report are the statements, views and perspectives of representative community groups as openly shared by them with local inter-agency teams who were structured and trained in ways to limit agency and project bias. These statements faithfully present the voice of the community without analysis or interpretation by the author. The report represents the findings using the People First Impact Method (P-FIM[®] 2011 www.p-fim.org) and are not necessarily those of FAO or Trócaire.

Acknowledgments

This report was commissioned by the FAO Regional Office in Nairobi and the exercise contract was managed by Trócaire. We would like to acknowledge all the agencies who committed staff to the exercise. Logistical support was provided by MPAP. The positive reception, welcome and can-do spirit by all actors on the ground in Mwingi, Nairobi and Embu was exceptional. This included the Departments of Agriculture and Livestock, the National Drought Management Authority, Farm Africa, ActonAid, Kenya Red Cross, CARE, German Agro Action, Mitamisyi Poverty Alleviation Project (MPAP), the Catholic Diocese of Kitui and Kitui/Mwingi Goat Breeders Association etc. The considerable effort and support from FAO in providing funding was central to the success of the action and meant that it could be completed ahead of and findings presented at the ECB II Inter-Active Conference in Kampala, Uganda.

Executive Summary

A. Exercise objective

This was the first of three People First Impact Method (P-FiM) (Cf. Annex 2) exercises in Kenya with two others completed in March 2012 in Turkana District and East Pokot, Rift Valley Province (please confer separate reports). The objective of the exercise was to give a voice to communities. It captured, measured and attributed declarations of impact; positive, negative and neutral of interventions by all stakeholders in selected areas without agency or project bias. **Findings were presented at the Emergency Capacity Building (ECB II) Inter Active Conference in Kampala, Uganda on 1st and 2nd of February 2012.**

While two years was the timeframe taken for review, discussion groups provided reference to impacts over a longer period.

“Linking impact measurement and accountability better to the funds agencies receive is a key recommendation”

Humanitarian Emergency Response Review
March 2011 DFID

B. How to use the report:

The findings of the exercise are of direct relevance to agencies working or planning to work in the area and more widely. The primary evidence of the report is the issues and statements made by communities and the recommendations are drawn from these. It is intended to lead to a **reflection on programming** and how **individual agencies are engaging with affected people**. **Further research is recommended** to capture views from the district as a whole to inform programmes, strategies and the application of policies locally. **Agencies should mainstream approaches that provide communities with a greater voice and engagement in shaping decisions that affect them.**

C. Utilisation

The report outcomes provide agencies with timely information on the wider context, and what communities feel are the most important past, immediate and longer term issues that they (as a community) and other actors (including government, local business, UN, other agencies etc) should address. In this way, **the report will assist agencies to know if they are ‘doing the right things and doing things right’**. This is aimed at better listening to the community voice to respond appropriately and bridge the gap between emergency,

recovery and development. These findings will populate the IAWG DRR and Climate Change web based project mapping platform managed by FAO. In this way agency project activity will be seen at a glance alongside its connection or not with community voices.

D. Limitations

Given the short time frame for delivery in early 2012, the number of participating agencies was limited to ten and community representative groups limited to six. More representative community groups and agencies could have participated and findings could have been gathered from a wider community reference if more time had been available.

E. Methodology

“I didn’t know how to be open to the community.”

Agency Staff Mwingi

The starting point of P-FiM is people and not projects or organisations. It is a goal free approach that prioritises participation of affected populations and recognises the importance of the wider context around a programme in order to determine impact and the degree to which actors are aligned with what

is working and what is not. The experience of the people of the district was the starting point and provides the foundation to work back from and consider the quality and accountability of humanitarian action and whether assistance was timely, relevant and appropriate or not. In this way **impact differences attributable to humanitarian actors can be verified.**

Between 24-27 January 2012, 20 staff and volunteers from 10 organisations including community based organisations, government departments (National Drought Management Authority, Livestock Services and Agriculture), Kenya Red Cross and international and local NGOs conducted participatory field work on an inter-agency basis. The field work was carried out entirely by Kenyans.

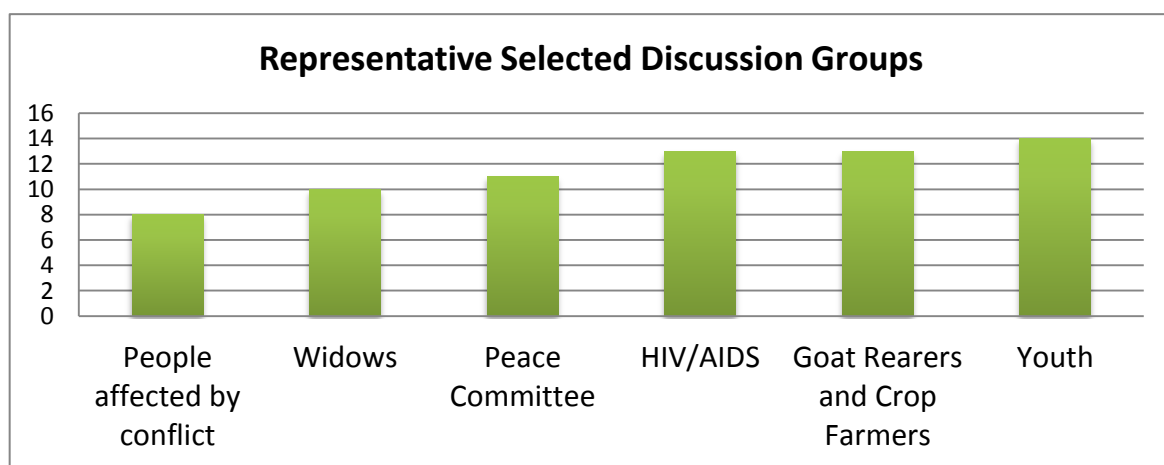


Figure 3 Participant Training

Participants received two days training in participatory communication, open question techniques, listening skills, understanding bias, integrated human development etc. They were then deployed in teams of three as facilitators, reporters and observers from different

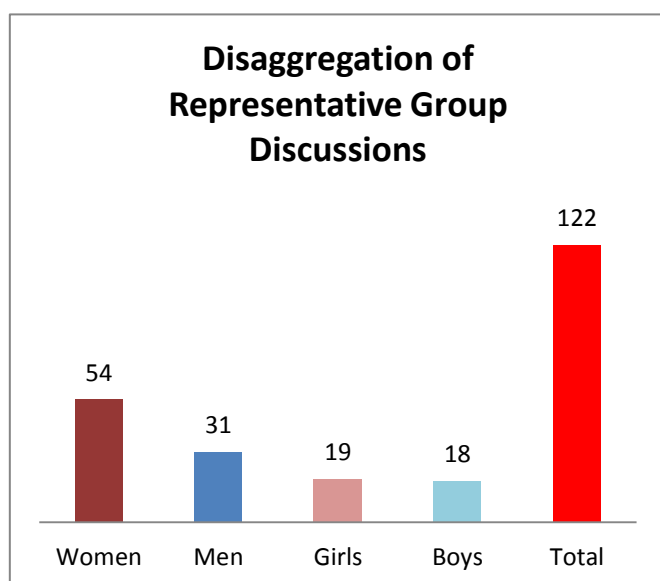
organisations; demonstrating that agencies can work together, ensuring the objectivity of the findings, showing inter-agency transparency and avoiding single agency bias. Training was essential to support front line staff to feel comfortable with and identify the stages and quality of interpersonal communication within community representative groups and to be able to recognise and accurately record community declarations of impact.

A total of 6 discussions with community representative groups including vulnerable people were conducted at Ngomeni, Ngomano, Manguu, Mitamisiyi, Malawa and Katoo. The groups were selected and prioritised by the participants (based on achieving the exercise objective) who knew the language, context and culture and were trusted and accepted as “sons and daughters” of the area.



122 people participated in these inter-active and free discussions. Participants of varying ages included adults, youth and children - 60% female and 40% male.

Statements have been substantiated through a systematic grouping and ranking by their frequency of occurrence. To ensure the reliability and objectivity of the findings and recommendations, scoring and ranking exercises were an integral component of the debriefings. **Objectivity was further ensured by the inter-agency nature of field work and feedback in plenary** in order to accurately record group statements and test assumptions and findings.



Overall there were more positive declarations of impact than negative or neutral; 29 positive statements, 5 negative and 1 neutral impact statements recorded.

F. Community Resilience

Interventions by all actors including government and communities may be paying off in relation to Disaster Risk Reduction and Climate Change Adaptation (DRR-CCA). No one in the representative community groups mentioned drought! Their emphasis in terms of impact was on how they were coping better and becoming more resilient. **They positively mentioned access to and familiarity with improved dry-land seed varieties, soil and water conservation techniques and introduction of new breeds of livestock. There was a**

“No-one in the communities mentioned drought”

unanimous positive reception of cash transfers in place of food for work programmes. The voucher system referred to was that being used by Equity Bank. People stated that they were spending the cash wisely (for example to pay school fees and school uniforms to avoid having to sell their livestock at throw away prices for the same purposes), based on their own priority needs and commented that they previously found it difficult to sell food for the cash they needed. This support is clearly timely, relevant, appropriate and well connected. The issues of **bandit attacks, security and access to ‘game-park land’ are very sensitive** and indicate deep feelings within the community that require further attention and action.

G. Community Level Early Warning

The issue of ‘early warning’ was given a new emphasis and meaning by community groups. Given the terrible drought that the area had experienced with low or failed rains for several seasons, it was enlightening that drought was not their key concern. **Instead of talking about drought, they spoke about their own resilience and how they were addressing their challenges** – some of which are drought impact related and others relate to matters communities face on a daily basis. Issues emerged that highlighted the **need for agencies to be attuned to community level early warning on issues important to them** and which may not match conventional thinking on early warning e.g. focus on weather and climate change. For example they strongly raised concern about increased availability and access to the legal drug Miraa (Khat). Due to a rise in commercial growing of Miraa in the area, it is being retailed to young school boys and the communities see this as a growing and real worry that has to be addressed. Secondly while the building of schools had increased under the free primary education programme, many schools were not properly functioning, which means that children still have to walk long distances to attend school. This means that young children are held back from school as the distances are too long, vulnerability is increased and groups saw this as a reason why older girl children are more vulnerable to becoming pregnant. Thirdly youth expressed their feelings of marginalisation from leadership in their community and their resultant withdrawal from community development activities. These are concerns that people have strong feelings about and which are likely to become more serious challenges unless communities are supported to address them.

H. Role of Administrative Government

While recognising failings, some departments of Administrative Government e.g. Health, Agriculture, Water, Livestock, Works etc have, from the community perspective, played a positive role in improving and supporting long-term resilience at community level. While the scale of humanitarian activity is limited, global coverage of basic infrastructure and services is understood to have increased from the perspectives of the sample of people met. **Greater access to agricultural support, water resources, education, health services, police posts and road infrastructure had in large part been caused by the action of administrative government** such as the District Agricultural Office, Department of Livestock Services and the National Drought Management Office etc.

I. Importance of Local Action

While government ministries are seen by community groups as playing an important positive role alongside community led action, **government is also perceived by communities to be responsible for the greatest negative impact**. Attribution to other humanitarian actors (classified as local NGOs, international NGOs, UN agencies and Red Cross) is also substantial both positively and negatively.

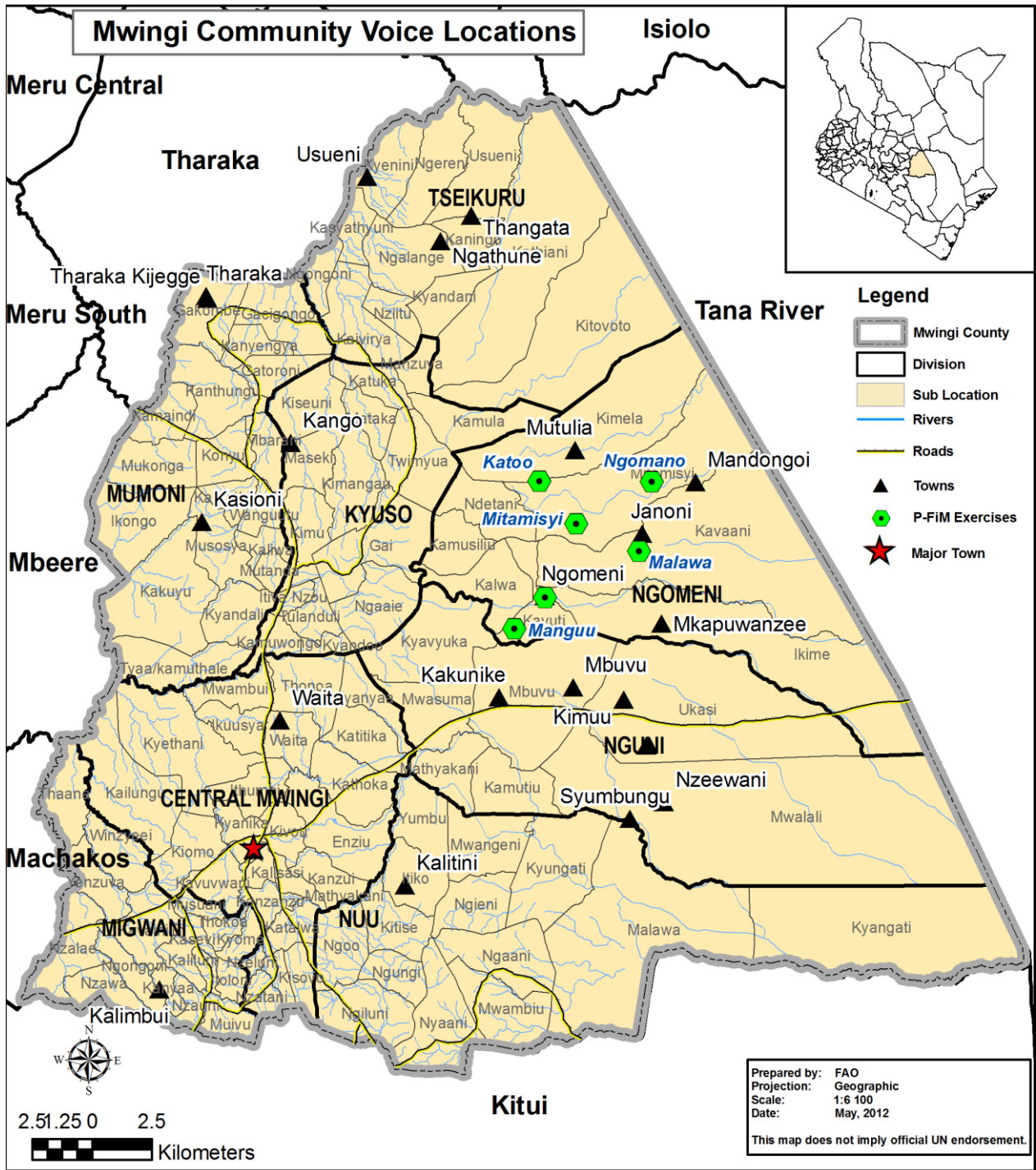
While government ministries, communities, NGOs and businesses were talked about, the work of UN agencies was not mentioned. **Both FAO and WFP however provide substantial support in key sectors which were positively referenced:** e.g. through support to the District Agriculture Office, NGOs and Equity Bank (cash transfers) etc.

Given the positive view of community groups on the role and relationship with government line ministries and local actors, it raises an important **question on how much space external actors should occupy while delivering their programmes** and in actively developing sustainable local structures and local relationships.

“Uki wa mwiitu unusawa weewa”

“You only drink the beer for the bride when the beer is ready”.
(You should only expect to harvest or have benefits after you have put the work in).

Ngomano Self-Help Group



1.0. Operational Context

The P-FiM exercise was carried out in Mwingi district and the newly formed Kyuso district (formerly part of Mwingi District), Eastern Province. Both Mwingi and Kyuso districts are now part of Kitui County within the new constitutional framework.

The GoK declared drought as a national disaster in June 2011 with an estimated 3.7 million people requiring assistance in the worst affected areas of the country. This combined with rapidly rising food prices, increased conflict over resources (especially water and grazing), limited support from humanitarian actors, and reduced access to markets etc. meant that livelihoods and coping mechanisms were severely eroded across the country. The successive severe dry seasons have impacted most on the large marginal farming population. Over the past two years, very low rainfall has diminished water levels, depleted grazing and browsing and resulted in very low crop production. Mwingi & Kyuso were classified as emergency IPC Phase 4 in August 2010 (OCHA) and CERF projects have been funded in the district.

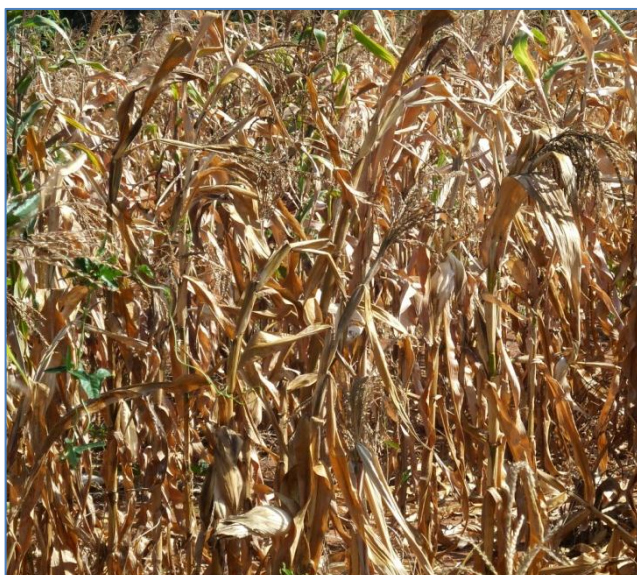


Figure 1 Low maize yields - Mwingi District January 2012

Following good rains from mid-October through November and parts of December 2011, grazing and browsing improved considerably with livestock prices returning to pre-drought figures and ground water tables replenishing shallow wells, dams and boreholes. While harvesting is taking place in February 2012, the much anticipated good yields have been eroded due to a number of factors; heavy early rains followed by a long dry spell that led to early flowering of maize and large caterpillar, weevil and vegetable-fly infestations badly affected cowpea, green-gram, sorghum and millet yields. Limited expected harvests and improved grazing is expected to result in

improved short-term household food security and income in the first quarter of 2012. A lot depended on the March/May season to boost resilience, protect livelihoods, and mitigate the impact of acute food insecurity. In spite of predictions of poor April-May rains, the season was better than expected and while crop yields may be low, livestock prices may remain good due to good pasture and browse.

Drought coping mechanisms include early sale of livestock to avoid livestock body weight loss and loss of value (especially cattle and sheep as they are more susceptible to drought), large-scale migration in search of casual work, eating of household seeds, money transfers by family members in paid employment, sale of water and fodder (farmers move from horticulture irrigation to fodder production given the high value of fodder during severe drought), higher dependence of food / cash handouts.

The District Steering Group (DSG) spearheads district-level drought response and includes representatives from line ministries and development partners. The DSG reports to the Kenya Food Security Steering Group (KFSSG). It is chaired by district government and involves the Arid Lands Resource Management Project. Development partners in the area include ActionAid, AMREF, the Anglican Church of Kenya (with some support from Church World Service), the Catholic Diocese, FAO, Farm Africa, German Agro Action, GIZ (formerly GTZ), the Methodist Church of Kenya, Plan International, WFP and World Vision Kenya.

Mwingi District borders Kitui District to the South, Yatta to the West, Mbeere and Kyuso to the North and Tana River District to the East. The district has an area of 5,215.40 km². Mwingi district was carved from Kitui district in 1992 and has 5 divisions, namely Migwani, Central, Nguni, Nuu and Mui. Kyuso district is in Eastern Province. It borders Mwingi District to the South, Mbeere to the West, Tharaka to the North West and Tana River District to the East. The district was carved out of Mwingi district in May 2007. It has an area of 4,814.90 Km² and has 4 divisions (Mumoni, Ngomeni, Kyuso and Tseikuru).

The area is mostly flat with inserbergs in Mumoni, Nuu and Migwani divisions. The highest point is 1,747m and lowest is 400m. The highlands of Migwani, Mumoni, Central and Mui divisions receive more rainfall than the lowlands of Nguni, Kyuso, Ngomeni and Tseikuru divisions that experience regular severe drought.

The area has red sandy loam soils and patches of black cotton. River valleys have saline alluvial soils of moderate to high fertility. Soils are generally low fertility and prone to erosion. The climate is hot and dry with an average temperature 24° C. There are two rainy seasons of between 400mm and 900mm per year; March-May (long rains) and October-December (short rains) - the short rains are more reliable. In Migwani, Central and Mui divisions, crop farming is more prominent than livestock keeping because of higher rainfall.



Figure 2 Erosion prone sandy loam soils

The districts are homogeneous, inhabited mainly by the Wakamba with a population of 377,081 (2008 estimate), a growth rate of 2.4% (Kitui County has a population of 1,012,709 – 2009 census) and an average population density of 30 persons per km² with 95% rural and 5% urban. The male to female ratio is 87:100 with a crude birth rate of 43 per 1000, crude death rate of 11 per 1000 and life expectancy of 55 years. Infant mortality is 98 per 1000 and under 5 mortality rate 122 per 1000. The fertility rate is 5.89. The physically challenged population is 5%. Agriculture employs 75%, 15% urban and 10% other. The area has a high poverty rate of 60%. The poorest divisions are Tseikuru, Kyuso, Ngomeni, Nguni, and Nuu.

Average farm sizes are between 7 to 15 acres. Main food crops are maize, beans, sorghum, b/millet, cowpeas, pigeon-peas and green-grams. The main cash-crops are cotton, caster,

sisal, sugarcane, pawpaw, miraa and sun-flower. Total farmed acreage is 75,000 hectares and total acreage under cash-crops is 1,250 hectares. Main livestock production is cattle, goats, sheep, donkeys, poultry, bee-keeping, rabbits. There is some fish farming (tilapia, common carp, mud fish and eels) and piloting of camel farming. Charcoal burning is illegal but widespread and a source of income especially during periods of drought.

The Tana River is the only permanent river and marks the boundary for much of the district. There are numerous seasonal rivers that sustain local ground water levels for the construction of shallow wells. The main sources of reliable water are shallow wells, sub-surface dams, earth dams, pans, boreholes and roof catchments. The average distance to water points during the dry season is 10km and 3km during the rainy season.

The area experiences cattle rustling mostly on the border area of Tana River District that has resulted in the loss of many lives and large numbers of livestock stolen. This is a long historic conflict over grazing rights and access to water between the Wakamba and Kenyan Somalis from neighbouring Tana River District. Grazing and access to water remain an issue.

Total enrolment in primary school is girls 87.6% and boys 92% with girl child drop-out rates of 14.52% and boys 10.94%. The teacher pupil/ratio 1:27. Secondary school enrolment for girls is 16.1% and boys 19% with a drop-out rate of 12.72% for girls and 7.3% for boys. The illiteracy level is 43%. The most prevalent diseases in the district are malaria, water borne diseases, respiratory infections, intestinal worms, amoebiasis, skin disease, urinary tract infections, eye and ear infections, anaemia, HIV & AIDS, and malnutrition. The doctor patient ratio is 1:50,000.

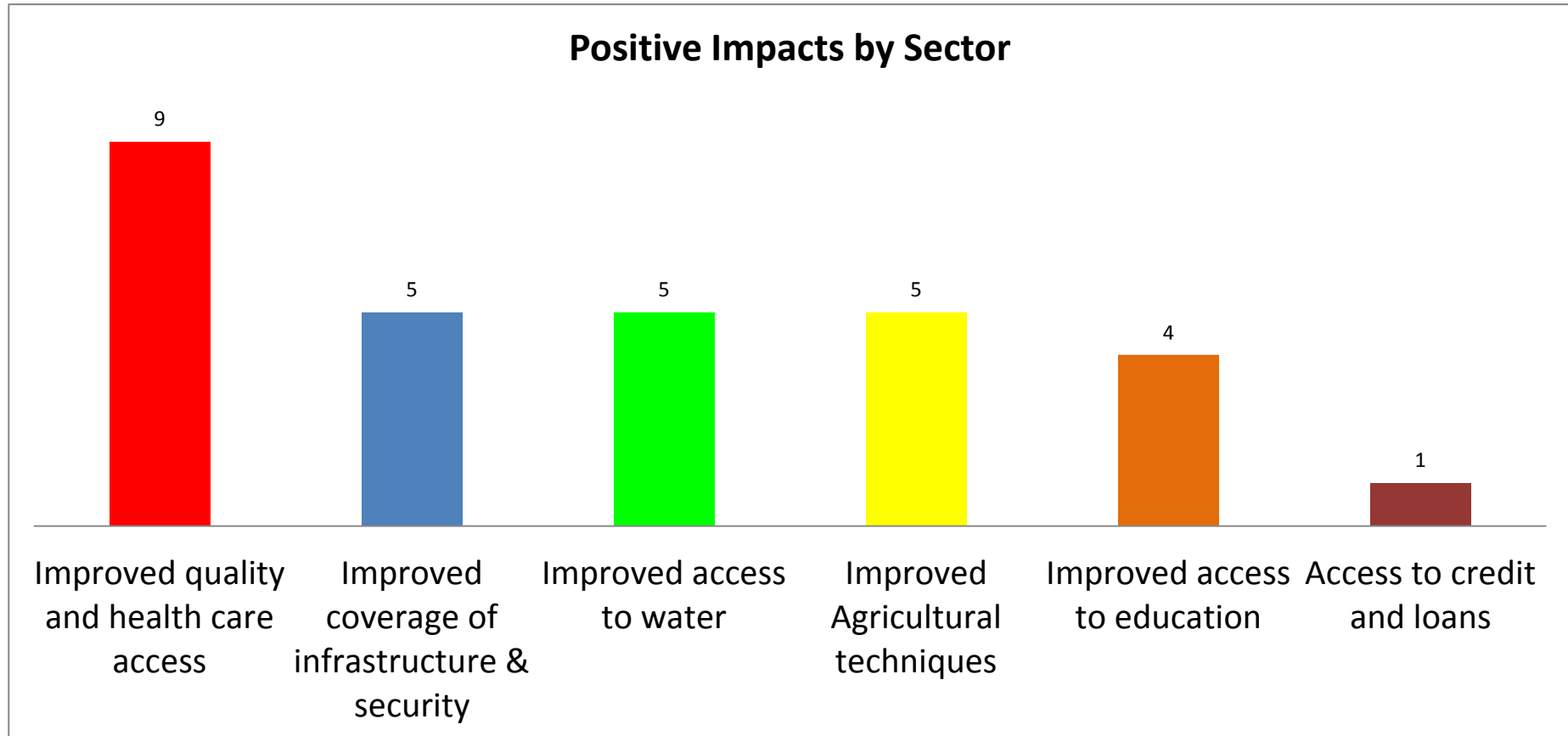
“A Kamba shares the smallest roasted bird, however small it is!”

Community Group Nlangou, Mwingi District

2.0. Key Findings

The next section sets out the most important impact differences over the past two years: positive, negative and neutral, from the perspectives of communities. It then attributes what and who these people see as the causes of these changes. The drivers of impact are those caused by humanitarian interventions and by wider shocks and factors within the context of people's lives. Drivers of impact are attributed according to the most common actors in a humanitarian response: Community, Government, Humanitarian actors (UN, Red Cross, NGOs), business, wider shocks (e.g. drought and conflict). In this way links are made between what worked and did not work from the community perspective.

2.1.0. Positive Impacts¹



¹ The total number of impacts is less than discussion participants because only the most important collective declarations of impact were recorded and grouped

2.1.1. Improved quality and health care access

Key Findings

- Access to new health centres has improved health with reduced deaths
- Reduced stigma - HIV-AIDS is now considered just like ‘any other disease’
- Literacy has improved since Adult Literacy was introduced
- Hygiene and safe water has improved community health

Recommendations

- Success of health and HIV-AIDS programme should be rolled out
- Adult literacy is significant in empowering communities

People said that previously they used to go to Garissa and Mwingi to access medical care. The long trek for pregnant women was very difficult and miscarriages were common. Now they can access medical care from local health centres and clinics. Due to the **availability of ARVs in local health centres, they said that the number of people dying has reduced**. More community health workers have been trained; People with HIV/AIDS said that they have been of great help with advice on how to live positively with HIV and with proper diet.

Literacy has improved since the introduction of adult education (in 4 schools). Hence the majority have seen the importance of being tested in the local VCT. More men are visiting VCTs. **Through education, they have realised that HIV is just like any other disease.**

It was clear from discussion with the HIV/AIDS group that **there was a significant reduction in stigma related to the disease over the past two years.**

Awareness on health status has been strengthened and this has strengthened relationships among couples. Mobile clinics have increased access to treatment. Increased latrine use has improved hygiene. Before the water activities of a Local NGO (MPAP) one group said that they did not know what latrines were as they had been practising open defecation. Overall people felt that there was reduced malnutrition, death and miscarriage. The increased work of churches was seen to have a positive impact on reducing the use of Miraa.

“Before we had latrines, one morning a woman went to the bush and found all the neighbours there – that was not good!”

Community Member

2.1.2. Improved Coverage of Infrastructure & Security

Key Findings

- The importance of infrastructure and communication to address conflict
- Provision of adequate security is central to addressing banditry
- Roads are essential for economic development and access to markets

Recommendations

- Appreciate the importance of infrastructure, public services and business development (e.g. mobile phones) for development

Communication has improved due to rural electrification and availability of mobile phones. Increased mobile coverage means that when a security or bandit incident occurs people can phone the security units. One group felt that the development of their area had improved with the fact that they now had a chief, three assistant chiefs and a police post. People expressed that **the location of the police post provided some protection from banditry which usually refers to cattle rustling**. People understood this as cattle rustling by “Neighbouring tribes”. When these activities took place previously people would be afraid, leave their homes and sleep in the bush. **People see government support as important in providing security as part of peace building and conflict resolution initiatives**. The **improved road network has played a role in the Ngomano Peace Declaration**. With the increased number of police posts they sleep in their homes now. This has improved security as banditry attacks used to be frequent.

People’s emotions are high in relation to the movement of Neighbouring tribes; they are aware of and sensitive to ‘monitoring strangers’ to observe if they might engage in livestock theft. When they suspect this they work with the police. In one incident they managed to intercept a herd of twenty four cows that had been stolen and hidden. **People emphasised the importance of security roads to them**. Roads mean that police can be deployed quickly and attackers can be more easily pursued. **Increased and improved road coverage including bridges has enabled linkages to markets and access to hospital and schools etc.**

2.1.3. Improved access to water

Key Findings

- Safe and accessible water points affects all other developments
- Government extension staff working with local NGOs doing good work

Recommendation

- Community owned and managed local water points should be the way forward

Several groups spoke about the problem of water. They used to walk over 20Km in search of water. This demanded a lot of energy and time. Waiting times at wells was long. Now they have water (shallow wells) near their homes and children help by fetching water after school. Hand pumps instead of ropes and pumps mean less energy is spent and water is clean. They now have more time to do other productive work, especially domestic work and periods for discussions at home (men said they now spend more time with their wives). They said that **Government technicians were active in this process and there were several positive comments on the work of local NGOs (e.g. MPAP) and Churches** in the delivery of safe water, especially where the emphasis is placed on community/group ownership from the start.

“When a woman starts a journey early at 3 or 4 AM to fetch water, she might not come back until evening which takes a lot of energy. They look very thin, like they are not eating.”

Group member Ngomano

2.1.4. Improved Agricultural techniques

Key Findings

- Investments in soil and water management and new crop varieties have increased production and yields
- Introduction of dairy goats has been effective

Recommendation

- Continued investment in soil and water management, crop varieties and livestock

People said that they had been trained on soil and water conservation. This led to improved vegetable production as in the past they used to go to Mwingi Town to buy these. Groups said that **they are now fairly food secure due to introduction of new crop varieties (Gadam Sorghum/Dolichos) and dry land farming technologies** (Nzai Pits, Terraces etc). They said that they have improved nutritional status for their children and increased household income due to introduction of good dairy goat production (sale of milk). Soil conservation led to increased crop yields.

2.1.5. Improved access to education

Key Finding

- Communities value education highly

Recommendation

- Schools should be equipped and staffed

People said that their children used to walk for long distances to school as there were no schools nearby. Even **up to the age of 12, children were staying at home** because of the long distances. Over the past two years more schools have been built. One group felt that (adult) illiteracy levels had declined due to literacy classes. They also noted that a new secondary school had been built. Previously the only Secondary School was a boarding school and people could not afford to send their children there. **Reduced illiteracy has had a positive impact on other areas of people's lives.** Further in the report new school building is illustrated as a neutral impact – confer chapter 2.3.1.

2.1.6. Access to credit and loans

Key Findings

- The importance of access to credit and small saving schemes
- Cash transfers much more effective than FFW and relief food

Recommendation

- Even in severe emergency conditions, cash transfers and credit schemes should be rolled out

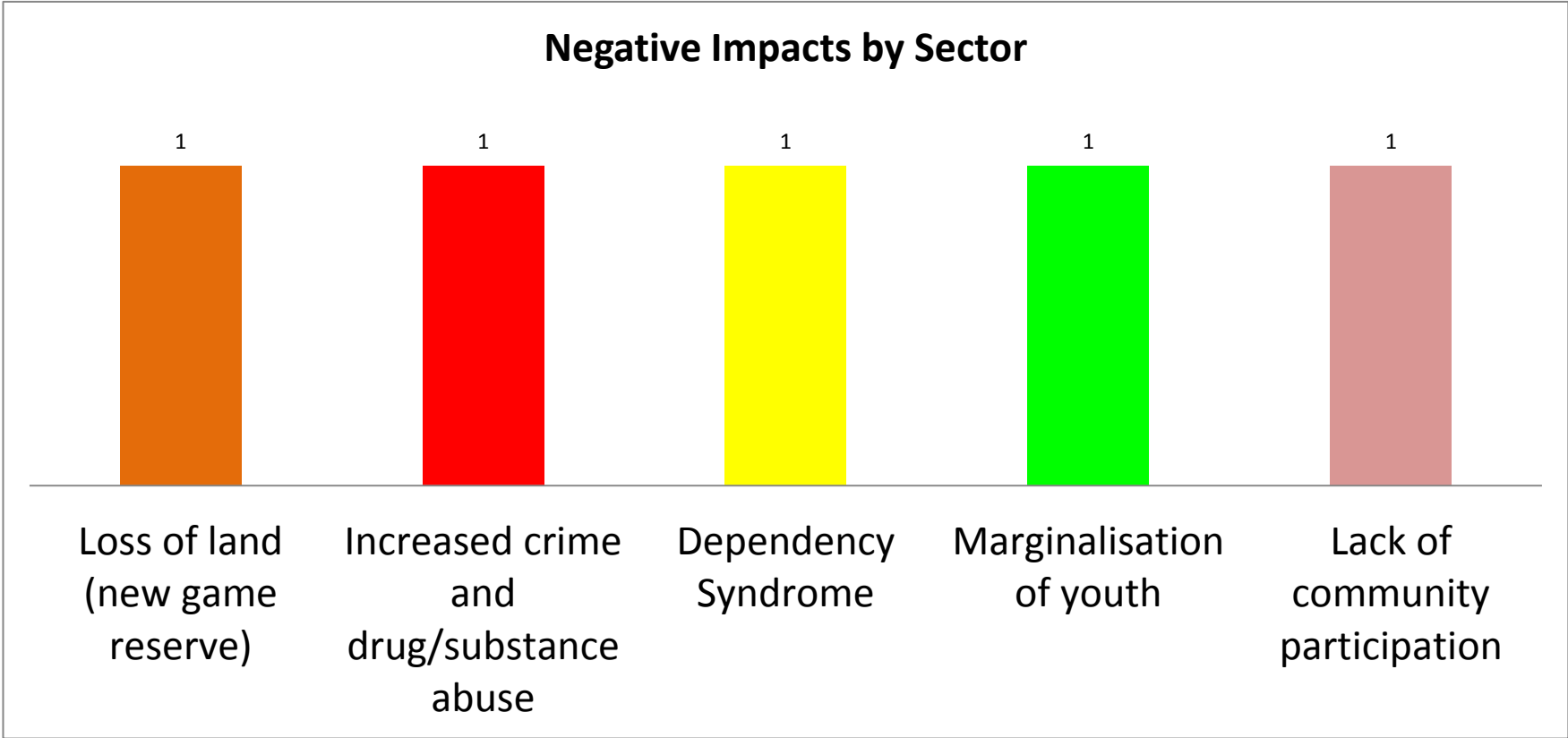
“We used the money properly.”

Recipient of Cash transfer Project

Communities said they could access credit from community based groups e.g. Merry-Go-Round, table-banking, self-help groups and contribution-loan systems. In some cases these are community initiated loan schemes operated informally. An objective of aligning their livelihoods with others

and the strong group cohesion, led to benefits that women felt they would not have achieved if they were alone; for example out of their small contributions to the Merry-Go-Round they were able to buy small things for their kitchens that would not have been possible before. Some groups said that they now felt that their basic needs were well met as a result of these activities. **This was greatly helped by the move from food for work (among some groups and communities) in previous years to cash transfers.** Cash transfers helped them to pay 1st term school fees and school uniforms and they avoided having to sell their few livestock at cut down prices. One group said that previously they were forced to sell the food aid to cover essential costs but now these costs are covered by the Kes 9,000/- allocation per household. The widows group, especially those caring for orphans said that by coming together as a group they were able to access support from the Ministry of Gender and Social Services to meet basic needs.

2.2.0. Negative Impacts²



² The total number of impacts is less than discussion participants because only the most important collective declarations of impact were recorded and grouped

2.2.1. Loss of land due to establishment of game reserve

Key Finding

- Inconsistent government policy and action resulting in eviction, frustration and resentment within the community

Recommendation

- Apply policies consistently with on-going community engagement

This was a difficult conversation for the particular group to raise and discuss. They presented it as the Government allowing them time to use the land and remain on the land. And, after some time, evicting them from what they now feel is their land. People are angry about this and it is resulting in resentment locally.

2.2.2. Increased crime and drug/substance abuse

Key Finding

- Community concerns may vary considerably from what agencies perceive to be important

Recommendation

- Ensure that policies and strategies are informed and in support of community priority needs and issues

“You know we have asked ourselves - how can we tell the young men it is wrong to sell Miraa, when it is their livelihood and it is legal.”

Women’s Group

One women’s group felt that an important difference in their community over the past two years was the increased use of Miraa among the youth. This was increasing crime among the youth and causing them to be absent from school. They described the use of Miraa in their area as rampant. Verification of the impact statement during plenary debriefing confirmed that this was probably due to increased access by young boys to the drug whom they described as “idle” in their community and who should be at school. Sale of miraa is done openly and mostly by young boys who also use it. The women understand the dilemma as the sale of miraa is good

business but production is increasing due the low input costs and relatively high profit. Those producing and those selling are different people – one young boy reported travelling as far as Embu to obtain it. **The community felt that they do not know how to handle the issue given that it is a legal substance in Kenya, a means of livelihood and a serious problem** – they are in a real dilemma as the people taking it are often too young to take responsibility for it.

2.2.3. Dependency Syndrome

Key Finding

- Aid contributing to dependency and weakening community resilience

Recommendation

- NGOs need to be fully aware of the direct and indirect outcomes of their actions through better communication with communities

The groups said that some **community members are waiting for NGOs to take on the work that they as a community would have previously done**. Others are **following NGO projects for sources of income which has become a coping and livelihood strategy**. Community members are unhappy about this as it is creating dependency.

2.2.4. Marginalisation of Youth and Governance

Key Findings

- Youth are marginalized and alienated from participating on issues that impact on them

Recommendation

- Communication with communities should actively engage youth

From 1992 until this discussion, young people were not given a chance to have their voices heard. The **youth felt particularly marginalised by local authorities** and that political interference forced them to withdraw from community development work. They did not feel recognised by chiefs and local government.

People are bitter about politicians seeking election making promises in the past that were never met. They said the politicians would give handouts such as sodas, beers and token money that has no impact on their lives. They said that **they would change their approach requesting political aspirants to invest in development**

“If you want to go to parliament, then give us a glass first.”

Community Group

projects in advance so that the community can see that they are serious about serving the community e.g. payment of teachers, and based on their performance they would then decide who to vote for.

2.2.5. Lack of community participation

Key Finding

- Communities are aware of what motivates NGOs and whether they are ‘doing things right and doing the right things’

Recommendation

- Community led accountability that challenges agency practice, separate from agency complaints procedures and agency led external evaluations

People spoke about a local NGO called NGOCAP that introduced green houses to grow vegetables in their community. However the NGO did not involve the community but only a few individuals. The NGO is now selling vegetables to the community at high prices. **People feel angry about this.** Participants in the field teams thought that this was more an income generating activity than the work of an NGO.

2.3.0. Neutral Impacts

2.3.1. Increased school buildings/no teachers

Key Finding

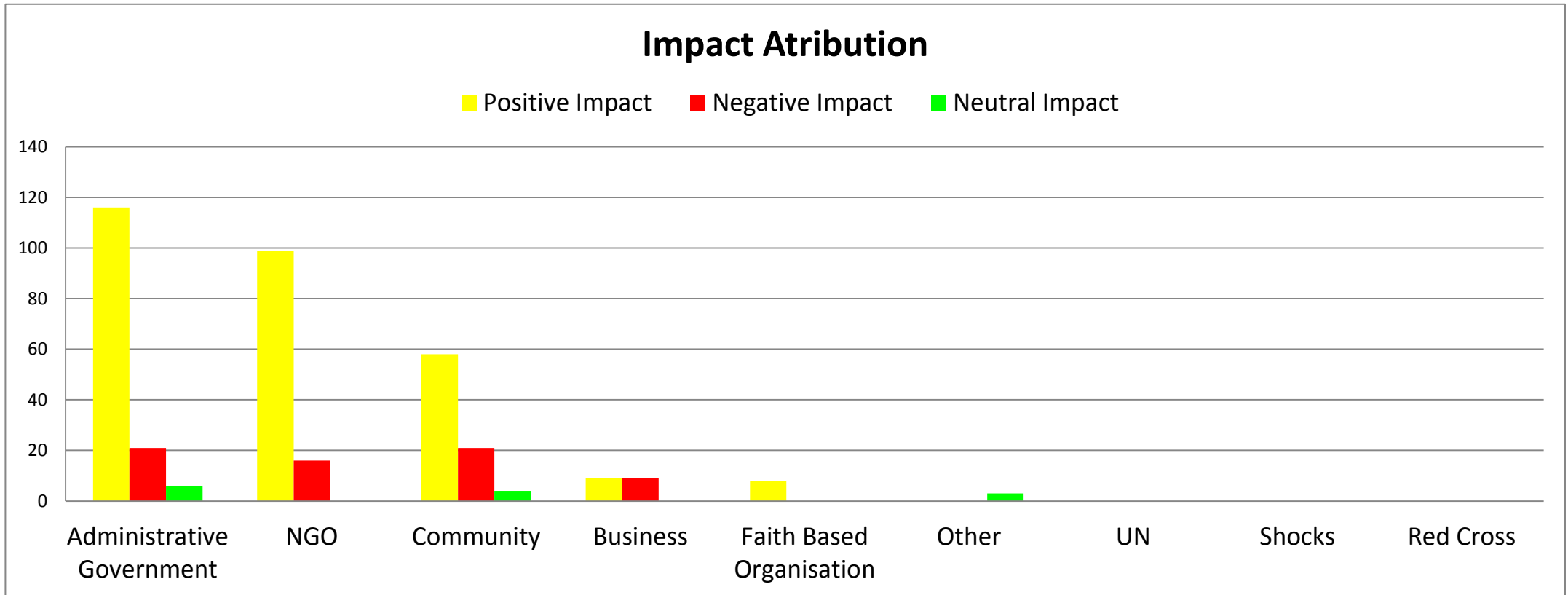
- Unfinished projects do not benefit communities

Recommendation

- It is important that projects are completed and that impact is achieved

While declarations of positive impact in Ngomeni and Ngomano included increased access to education, this did not appear in the impact statements from other groups. The group in Malawa Market, stated that schools had increased but that these were without teachers, meaning that children still had to walk long distances to functioning schools. While the building of schools increased under the free primary education programme, **some schools are not operating which means that children still walk long distances to functioning schools**. Young children are still being held back from school as distances are too long. Groups also see this as a reason why older girls are more vulnerable to becoming pregnant as they are forced to spend a long time walking to and from school which makes the much more vulnerable. The impact was therefore considered neutral by the group.

3.0. Analysis of the drivers of impact



Key Findings

- Administrative departments of Government are the drivers of the greatest positive impact
- UN agencies, Red Cross and shocks were not mentioned
- Administrative Government Departments are receiving UN Agency and possibly Red Cross support – impact contribution by these actors may exist – direct impact attribution was not determined in this exercise
- Positive NGO attribution is high

Recommendations

- Address the negative impact findings in the report
- Support increase of positive Community led impact
- Support and work with Administrative Government Departments and Faith Based Organisations
- Address the neutral impacts by improving education quality
- Lower international NGO attribution in favour of supporting local actor positive impact

In terms of impact attribution, agencies and actors are rated positively, negatively and neutrally. What is important is the size of the attribution column and whether positive impact outweighs negative impact or vice versa. If negative impact outweighs positive impact, then there are serious issues to address. If the attribution column of positive impact by external actors is so high that it undermines the work and impact of local actors, this provides an opportunity for reflection and possible change of strategy, to ensure that local community, government and civil society performance is improved and enlarged to ensure sustainability.

People felt that **the cause of the greatest positive impacts in their lives resulted from the work of Administrative Government departments followed by NGO activity and then by community led action.** For presentation purposes Administrative Government is presented as one entity.

- Government Departments mentioned positively by communities were the District Health Office, District Agricultural Office, Department of Livestock Services and the District Water Department.
- NGOs both local and international are presented as one entity in the attribution chart.
- Specific actors positively mentioned by communities on health impacts were: Community led action, Ministry of Health, ICAP.
- Actors positively mentioned by communities on improved infrastructure were: Ministry of Works (road construction) and business (mobile phone companies).

- Actors positively mentioned by communities on improved education access were: Community led action and Ministry of Education.
- Actors positively mentioned by communities on improved water supply and soil conservation were: Community led action, Administrative Government Departments, ADRA, GAA, MPAP, Farm Africa and Department of Water Resources.
- Actors positively mentioned by communities on improved agricultural techniques were: Farm Africa, District Agricultural Office and Department of Livestock Services.
- Actors positively mentioned by communities on improved access to credit and loans were: Community led action, Farm Africa and ActionAid.
- The role of business and churches gained lower attribution of positive impact.
- "Others" refers to some politicians who are perceived by communities to undermine local development due to their political agendas

It should be noted that Mwingi is a large District – NGOs who may be working in other parts of the District were not mentioned and this is valid e.g. Church World Services who support the Anglican Diocese of Kitui, Action Against Hunger and the Catholic Diocese of Kitui who support WASH and agriculture programmes in the district. **Exercise findings raise questions about the actual coverage of individual agency programmes.**

A review of the positive attribution results clearly demonstrates **the substantial space occupied by Administrative Government and humanitarian actors (NGOs) over the past two years.** In some cases people do not know or state the difference between the Red Cross, UN agencies and NGOs (and in other instances they named the agencies both positively and negatively in their statements as above). UN agencies are in some cases funding NGO and government activities. The results above show (albeit from a relatively small representative group) who and what people feel are responsible for these impacts. The situation on the ground is dynamic in terms of long-term changes and may vary considerably from area to area. **The drought while serious is only part of the overall context of people's lives which this exercise reveals.** In this regard the graphs provide a clear connection on the context within which humanitarian action is taking place.

The learning from the attribution results raises important questions:

- **Will agencies build the positive links between communities, local actors and local government as the basis for sustainable development?**
- Are agencies satisfied to see the positive results of their work even when communities are not aware of the agencies role?
- What space within the community do humanitarian actors occupy? Is it in line with or in excess of their contribution?
- In the area of health, the communities spoke directly and indirectly of the important benefits due to the work of the Ministry of Health in collaboration with the International Centre for AIDS Care & Treatment (ICAP) – neither participated in the exercise due to the limited lead in time (underlining the objectivity of the process).
- This collaboration and indeed the work of many actors were viewed quite positively by communities. It would seem that there is a positive foundation to build on. However, **the level of poverty (at 60%) indicates that a lot of work needs to be done and how**

that work is approached and how people are engaged is a central issue that the report underlines. While Red Cross actively participated in the exercise, community groups did not mention Red Cross either positively or negatively.

4.0. Recommendations

1. Support Better Adapted Agriculture Productivity

The impact differences captured from representative community groups highlight what is working and what is not working from their perspective. Administrative Government, UN and NGO support on soil conservation, agriculture and livestock management is making a valuable contribution and should be brought to scale.

2. Building Local Capacity and working in Partnership

Given the positive view of community groups on the role and relationship with government line ministries and local actors, it raises an important question on how much space external actors should occupy while delivering their programmes and how to actively develop sustainable local structures and local relationships. Supporting two way communication at all levels between groups in communities and development and humanitarian actors could be improved.

3. Improve the quality of Education

While access to schools has improved – equipping and staffing these should be addressed, which will address some of the protection issues that emerged.

4. Further research on the marketing and consumption of Miraa

As a social and economic issue groups in the community said that this was an issue for them. Key questions are is the local market increasing and what does this means for communities? What is the position of the Ministry of Health and how aware are they of changes around consumption? How can lessons from churches be used to address the problem?

5. From Food Aid to Cash Transfers

Communities expressed solid appreciation for the shift from food for work to cash transfers. This is not uniform throughout the district where some people are only receiving food aid. Further consideration and research should be done on making a larger shift to cash transfers.

6. Participatory Assessment

Negative impacts emerging from engagement with communities on lack of community participation in needs assessment, project design and creation of dependency could be addressed by better attention to participatory assessment processes and determining the capacity and ability of communities before addressing needs and problems. It is clear from

the exercise that people formed in their own groups have had greater success in accessing services, loans and credit than by people working alone.

7. Inter-agency collaboration

The results show the position of the overall global humanitarian response within the context of changes felt in people's lives - agencies were commonly indistinguishable to communities and support agencies/donors were not mentioned. It is important that information on the role and engagement of agencies and government should be shared openly with communities as a basis of learning and transparent action.

Action Recommendation	Responsible
1. Support better adapted agricultural productivity	National Drought Management Authority and support agencies e.g. UN ISDR, UNDP, FAO, NGOs and community
2. Build Local Capacity working in Partnership	GOK and support agencies e.g. UN, NGOs, Churches and community
3. Improve the quality of Education	Ministry of Education and support agencies e.g. UNICEF, NGOs, Churches and community
4. Further research on the marketing and consumption of Miraa	Ministries of Health and Agriculture, District Health and Agriculture e.g. WHO, UNICEF, FAO, NGOs and community
5. From Food Aid to Cash Transfers	National Drought Management Authority and support agencies e.g. WFP, FAO, Kenya Red Cross, ActionAid, NGOs, Churches and community
6. Participatory Assessment	GOK and support agencies e.g. UN, NGOs, Churches and community
7. Inter-agency collaboration	GOK and support agencies e.g. UN, NGOs, Churches and community
8. Security	GOK and support agencies, Churches, Community
9. Reserve land access	GOK and support agencies, Churches, community
10. Transparent inter-agency collaboration e.g. DRR-CC Web Platform	GOK (DSG), FAO (DRR-CC Web-platform), agencies, Churches, community

5.0. Feedback from participants on the methodology used

“I learnt how to give people a voice without interfering with their issues.”

Agency Staff Mwingi

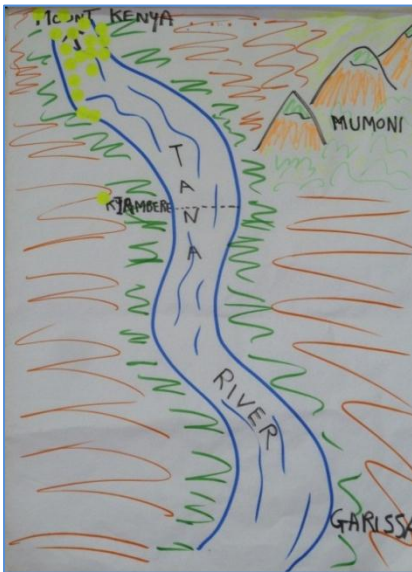


Figure 3 Participant Ranking on Accuracy of Findings and Attribution in relation to the Exercise Objective

The training and exercise had a transformational impact on the participants who were involved. **People within community groups expressed their appreciation for the approach which they found empowering.** This exercise captured community voices and perspectives that the authors were not looking for or aware of in relation to the importance of issues expressed by groups in different communities. **The attribution results should alert agencies to trends that they may not be aware of and increase the need for self-reflection within the humanitarian community,** strengthen accountability to the affected population and build an appreciation of how they see the impact of humanitarian action within the global realities of their lives.

Annex 1 Field Exercise Participants

No	Name	Organisation	Post
1	Ambrose Safari	ActionAid	Field Monitor
2	Susan Mukei	CARE Kenya	Officer
3	Njeri Gachanga	Nat. Drought. Man. Auth	CMO
4	Collins Mutua	Kenya Red Cross	Volunteer
5	Husna Lukoye	Kenya Red Cross	Volunteer
6	Peter Karemu	SACCO Self-Help Group	Volunteer
7	Acothy Ndo	MPAP	Director
8	Joyce Nyongo	KMGBA (Farm Africa Partner)	Member
9	Macdonald Munuve	KMGBA (Farm Africa Partner)	Chair
10	Christian Joseph	KMGBA (Farm Africa Partner)	Member
11	Vengi Nzilu	KMGBA (Farm Africa Partner)	Member
12	Jacob Munyambu	Masavi Water Board	Chair
13	Susan Musembi	KMGBA (Farm Africa Partner)	Chair
14	Pauline Kyavoa	Min. Livestock Services	Officer
15	Faith Kimanzi	ActionAid	Field Monitor
16	Sophia Kimanzi	Kenya Red Cross	Volunteer
17	Michael Ndugde	Min. Agriculture	Dist. Crops. Dev. Officer
18	David Nyewya	Kenya Red Cross	Volunteer
19	Dinah Wambua	ActionAid	Field Coordinator
20	Kasungi Wa Kavula	Local Business	Manager

Annex 2 People First Impact Method (P-FiM) Summary

P-FIM is a simple low cost methodology that fully allows communities to speak for themselves, in identifying impact changes in their lives and what the drivers of impact difference are attributable to. In this way the starting point is people and communities and not organisations and projects. It is a powerful tool that highlights issues humanitarian and development agencies may often be poorly aware of. P-FIM as a mainstream approach and tool directly complements aspects of Sphere, the Good Enough Guide, Participatory Impact Assessment (Tufts) and HAP etc. P-FIM enables humanitarian actors to accurately ‘take the temperature’ in order to properly align interventions with local priority issues, ensure they are engaging properly and where they can have the greatest possible impact. P-FIM simply recognises the primary driving force of people and communities at all stages of an intervention as essential. It adds value to existing collaborative and inter-agency initiatives. The method has been used in multiple inter-agency exercises (four days per exercise) e.g. in 2010/12 in South Sudan, Haiti, Sudan (West Darfur) and Liberia with excellent results and high spontaneous buy-in by participants and agencies.

Potential P-FIM Benefits to Agencies:

- (i) Impact measured **in the context** where a programme or programmes are delivered
- (ii) The action doubles as **P-FIM Training** for participating local agencies and agency personnel
- (iii) A series of P-FIM actions will provide a basis for advocacy/mainstreaming of **people first** approaches.

P-FIM takes a representative geographical area (e.g. 1-5 year programme) of people and communities who are getting on with their lives. Local people are trained on P-FIM who have basic development skills, understand language and culture and are trusted locally. The method (i) enables a qualitative process where primary changes are openly discussed with representative groups making up a community - whether positive, negative or indifferent - and recorded (ii) the method then works backwards to determine in a quantitative way where change is attributable to e.g. leadership in the community, government actions, local business, NGO, UN etc. The method makes no assumptions about impact and what drives it - with often surprising impact results revealed. It is community owned and driven. P-FIM fundamentally asks “So what?” questions . . . “So what difference has that made to people’s lives?” and “who is really responsible for the change or impact?”

There are two biases that often colour project and organisational impact evaluation approaches:

- **What impact are we actually having?** Typically organisations and their programmes are the focus of impact/evaluation measurement to meet standard quality, accountability and donor requirements.
- **How can we know the actual impact of a project/programme if we only consider projects and organisations?** What about the depth and breadth of what is around the project or organisation in terms of change impacts? P-FIM measures impact in the context of the project and as such, the impact of the project can be tested.

While participatory approaches and accountability at community level are given increased importance, the standard organisation/project focus is still emphasised by donors and agencies. A typical end of project impact evaluation involves external (sometimes local) evaluators who carry out desk and field exercises to determine the positive or negative qualitative and (mostly) quantitative impact achieved by a project (which in itself is important). However, by over focusing on the organisation and project and the role of external consultants - the full honest views of local people and communities on what is working or not working (or whether correct or needed in the first place) and what other factors (often not actions of the project) have caused impact - are typically unheard or not considered.

Why People First Impact Method (P-FIM)? Our fundamental question is “**Are we doing things right and are we doing the right things?**” To put this into a programme/project context, the assumption column of a logframe requires that donors and agencies fully consider the wider context to ensure that proposed programmes are relevant. In this way it can be said that ‘**impact lives in the assumptions**’ - weak assumptions lead to inappropriate responses. P-FIM references ‘project cycle approaches’ and effectively links with other evaluative / impact tools in humanitarian and development contexts. It is a simple methodology that can bridge an essential gap within existing approaches.

The knowledge base and pedigree underpinning P-FIM draws on key concepts from Existentialist and Personalist Philosophy, Psychosocial Methods and beyond. It is an integrated and holistic view of human nature freedom and potential - people’s needs and rights. Key concepts are: people come first; local relationships of trust are fundamental; people have a right to life with dignity; a non agency centric and non project approach facilitates objectivity and honesty; an integrated holistic appreciation of human development is vital; quality and depth of respectful communication with people is essential.